



CHAPTER 5

Land Use & Facility Design

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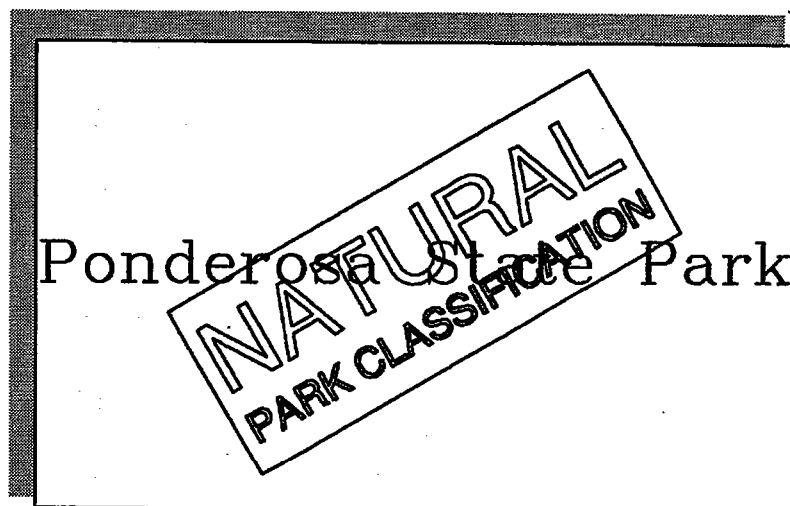
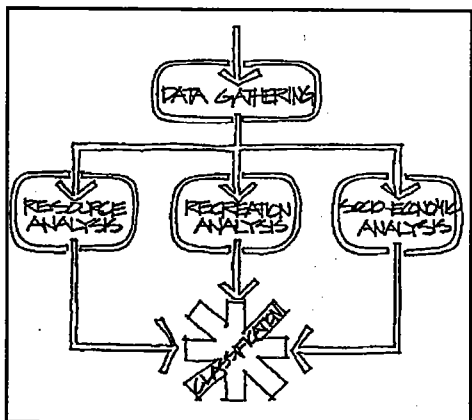
"Air-sledding," on Payette Lake. Photo courtesy of the Brown Family.

SIGNIFICANCE AND PURPOSE

A well-balanced recreation system requires the use of a broad range of resources in varying combinations. These vary from intensively developed sites providing diverse recreational opportunities for large groups, to undisturbed primitive areas providing natural enjoyment for limited numbers. An individual park within the system cannot be all things to all people. The classification process precludes this tendency by determining the values and dominant character of an individual park and defining parameters that will guide its development.

Park Classification System

The Idaho Department of Parks and Recreation has implemented a classification system establishing five park categories: Natural Park, Recreation Park, Historical Park, Cultural Park, and Off-Road Vehicle Park. Each classification has unique criteria, a dis-



tinct purpose, compatible uses, appropriate development intensity, and specific management principles.

Classification of Ponderosa State Park

The riparian wonderland created by the meandering of the North Fork of the Payette River, the magnificent stands of ponderosa pine, the undisturbed Lily Marsh ecosystem, breathtaking panoramas of crystalline Payette Lake, and over 1,000 acres of inspirational solitude combine to implore that Ponderosa State Park receive a Natural Park designation. The following purpose statement and classification criteria outlined for a natural park in *A Classification System for the Recreation Resources in the State of Idaho* support this determination:

Natural Park Purpose

A Natural Park is established to protect and perpetuate areas of Idaho that possess exceptional resource value and illustrate the state's natural heri-

Ponderosa State Park "Vision" Statement

The primary mission of Ponderosa State Park is the preservation and interpretation of its significant upland, riparian, and wetlands ecosystems, and their utilization as tranquil havens for park visitors, outdoor classrooms for environmental education, and pristine laboratories for scientific study.

Land-based recreational facilities, and the provision of campground accommodations, are of secondary importance but should be provided to an extent compatible with the primary resource. The park's water-oriented recreational facilities should be enhanced in response to increasing recreational demands being exerted on Payette Lake, and the park should assume an active role in safe guarding the lake's water quality.

The scenic backdrop presented by the peninsula, and its panoramamic vistas, are trademarks of the area and must be protected.

As the park becomes more tightly woven into McCall's suburban fabric, it shall shift emphasis from its traditional role of regional destination campground to its emerging role as integral day-use recreation area to one of Idaho's premier four-season resort communities.

tage. The purpose is also to provide for the use and enjoyment of these areas in a manner that will enhance our understanding and appreciation of these resources while leaving them unimpaired for the enjoyment of future generations.

Resource and Site Qualifications

A Natural Park must contain natural resources of statewide significance. An area must be judged as having a unique natural area or areas of unspoiled, unique, or natural values of sufficient extent and importance that contributes to Idaho's natural heritage.

The Natural Park should contain natural resources and values including botanical, zoological, geological, and mineralogical resources or scenic qualities which are both beautiful and representative of Idaho.

A Natural Park should be large enough to allow for effective management of indigenous plant or animal communities and provide a wide range of opportunities for public enjoyment in a natural setting consistent with the preservation of the values that merited the park's establishment.

Location and Distribution

Natural Parks should be established where significant and unique aspects of Idaho's natural heritage exist.

Ponderosa State Park as a Natural Park

The following management principles, compatible uses, and develop-

ment guidelines have been established for natural parks in Idaho, and should be reflected in the General Development Plan:

Management Principles

Resource management shall be directed at preserving, perpetuating, and interpreting the natural values of the park. Management should seek to maintain a balance in the ecological community. Management of resources of secondary significance should be compatible with the primary resource for which the area was established.

Compatible Visitor Uses

In addition to being an outdoor classroom for conservation education, a natural park is a place for participating in outdoor recreational activities inspired by the natural character and features of the park. Activities which meet this criteria may be provided to the extent that they do not disturb the environmental characteristic or introduce artificial elements to the natural scene.

Development Character

Natural Parks are not intended to accommodate all forms or unlimited volumes of recreational use. Physical developments shall be provided as necessary to accommodate the resource use. Design, quantity and location of all facilities shall be complementary to the environment.

GOALS AND OBJECTIVES

The following goals and objectives for Ponderosa State Park were developed during a joint meeting of the Citizens Advisory Committee, Ponderosa State Park staff, and IDPR Development Bureau planning staff.

A. NATURAL RESOURCE ELEMENT

Goal A1-Maintain the natural integrity of the park.

Objectives:

A1.1 Allow natural ecological processes to continue.

A1.2 Preserve the Lily Marsh Natural Area.

Goal A2-Encourage wildlife to reside within the park.

Objective:

A2.1 Improve wildlife habitat.

Goal A3-Reduce the impact of visitor use (particularly group use) on the parks natural resources.

Objectives:

A3.1 Determine the physical and social carrying capacity of each use area; design facilities and manage visitation within these limits.

A3.2 Define and harden intense use areas.

A3.3 Eliminate indiscriminate recreational use of undeveloped areas.

A3.4 Shift group camping use from the peninsula campground to Lakeview Village.

Goal A4-Protect water quality

Objectives:

A4.1 Provide for the sanitary disposal of human and solid waste.

A4.2 Provide boat sewage pump-out

PARK GOALS AND OBJECTIVES

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stations at all boat launch facilities.

A4.3 Assure all storm water run-off from recreational development is retained on-site.

B. COMMUNITY ELEMENT

Goal B1-Recognize and respond to the symbiotic relationship that ex-

ists between the park and the community.

Objectives:

B1.1 Promote the development and use of park facilities for appropriate special events.

B1.2 Link park facilities into the community pathway system.

B1.3 Work cooperatively with the city, county and adjacent land owners in addressing issues of common concern.

C. DEVELOPMENT ELEMENT

Goal C1-Ensure new development is aesthetically pleasing and does not intrude upon the natural environment.

Objective:

C1.1 Utilize natural, indigenous materials in construction.

Goal C2-Ensure that the intensity of physical development is commensurate to the sites land classification.

D. TRANSPORTATION ELEMENT

Goal D1-Provide a safe and pleasurable traveling experience for all park users.

Objectives:

D1.1 Provide separation between bike/pedestrian and vehicular traffic whenever possible.

D1.2 Provide adequate and convenient vehicular parking facilities.

D1.3 Post speed limits, provide pedestrian cross-walks and install "speed-bumps" in appropriate locations.

Goal D2-Maintain the road and trail systems at the lowest level of service that will adequately serve in-

tended traffic types and amounts, and protect the resource base.

E. HEALTH / SAFETY

Goal E1-Provide a healthy environment for park users.

Objectives:

E1.1 Provide timely collection of solid waste.

E1.2 Provide an adequate supply of potable water for park users.

E1.3 Construct restroom facilities to serve all primary use areas.

Goal E2-Protect the safety of park visitors

Objectives:

E2.1 Perform regular safety inspections of all park user facilities.

E2.2 Continue the existing hazard tree identification and removal program in primary use areas.

F. EDUCATION / INTERPRETATION ELEMENT

Goal F1-Promote the utilization of the park by diverse groups as an "outdoor classroom" for environmental education, ecological awareness and scientific study.

Goal F2-Continue to provide a variety of off-site interpretive programs to area schools.

Goal F3-Provide additional interpretive opportunities at the park.

Objectives:

F3.1 Construct a "visitor-service complex" to serve as the central hub of visitor activity.

F3.2 Implement the "River Trail" concept at the North Beach unit.

G. VISUAL ELEMENT

Goal G1-Provide opportunities for appreciation of the natural scenery.

Objectives:

G1.1 Protect the scenic quality and open space values present within the park.

G1.2 Analyze the visual effect of all proposed development projects visible from the park and mitigate potential negative visual impacts.

G1.3 Enhance scenic vistas via carefully planned, selected removal or modification of vegetation.

G1.4 Protect the visual quality of the scenic backdrop presented by the peninsula.

H. RECREATION ELEMENT

Goal H1-Provide diverse recreational opportunities compatible with the parks classification.

Goal H2-Recognize and respond to the increasing need for day-use facilities.

Objective:

H2.1 Shift the primary focus of Lakeview Village to address day use and group camping activities.

Goal H3-Expand and enhance existing water-based recreation facilities.

Objectives:

H3.1 Provide enhanced swimming beach access and support facilities at Lakeview Village and at North Beach.

H3.2 Provide improved public boating facilities at Lakeview Village and at North Beach.

Goal H4-Offer primitive recreation opportunities for seekers of

solitude.

Objective:

H4.1 preserve an atmosphere within the park that fosters heightened perception, introspection, and a closer rapport with nature.

I. LAND OWNERSHIP AND MANAGEMENT ELEMENT

Goal I1-Strive to secure IDPR ownership or cooperative management of adjacent properties, that if in other hands, could have a negative impact on the park.

Objective:

I1.1 Work cooperatively with adjacent landowners to adopt land management practices compatible with park goals.

J. SOCIAL / PSYCHOLOGICAL ELEMENT

Goal J1-Eliminate conflict between different user groups.

Objective:

J1.1 Direct group camping use to separate facilities designed specifically for that use.

Goal J2-Provide efficient, streamlined fee collection and camper registration.

Objectives:

J2.1 Implement a computerized camper registration system.

J2.2 Construct a new full-service visitor entrance station

K. STAFFING ELEMENT

Goal K1-Secure adequate staffing levels to meet the demands presented by sustained increases in visitation.

Goal K2-Provide affordable in-park housing opportunities for I.D.P.R. employees.

Goal K3-Actively seek volunteers to achieve needed park improvements and programs.

Objective:

K3.1 Support the continuing efforts of the Ponderosa Natural History Association.

L.LAND USE ELEMENT

Goal L1-Assure land uses within the park are compatible with the land classification.

M. ACCESSIBILITY ELEMENT

Goal M1-Assure that visitor facilities and services are accessible to all members of the public.

Objective:

M 1.1 Comply with A.D.A. guidelines.

Land Classification System

The Idaho Department of Parks and Recreation is charged with the dual mission of protecting and preserving the resources of the state park system and of providing recreation opportunities and facilities for public use. Classification of Ponderosa State Park as a natural park recognizes the significant natural resources present in the park. These resources present diverse and high quality recreational, interpretive and educational opportunities. The land use plans prescribes the best use of the lands at the park for providing these opportunities within the framework of resource protection and per-

petuation.

A land use plan defines the pattern for human activity in a given area. It establishes the character of a place by determining what happens, where it happens, and to what degree it happens. It controls use and development, and arranges park activities and facilities in such a manner as to obtain a balance between visitors enjoyment of the park and protection of the resource.

Portions of Ponderosa State Park, particularly its sensitive riparian and wetland habitats, steep slopes, and mature stands of Ponderosa Pine require greater protection than others. New development and recreational activities have to be limited in these areas. Other sites are suitable for intensive recreation, camping, trails and interpretive facilities. In order to integrate protection needs, land characteristics, and area-specific suitability for development and/or recreation activities, a land classification system was developed and applied to the entire park. This zoning system provides a clear picture of potential park development sites and protected natural areas.

Four levels of protection (or appropriate levels of development/activity) are recognized in this zoning scheme. These levels span a range of development and management strategies—from minimum impact management in the *natural zone* to intensive management and use in the *administrative zone*. Each management zone is paired with a very broad manage-

ment direction. These zones are depicted on map 5.1.

With the exception of the natural (area) zone on the peninsula, most of the zone boundaries depicted on the accompanying map are subject to some change, especially where new resource inventory data emerges.

Zone Designations and Descriptions

1. Natural Zone (N)

Description: Lands and waters containing outstanding natural communities and possessing natural integrity. The zone emphasizes exceptional geologic, wildlife, botanical, and riparian environments. It includes the peninsula "Natural Area" that was designated by the IDPR Board in 1982 to recognize and preserve its natural ecological processes.

2. Conservation Zone (C)

Description: Lands and waters offering a variety of resource values including: open space, scenic, aquatic, geological, fish, wildlife, botanical, soil stabilization, watershed protection, buffer zones, etc. The area can support moderate levels of recreation.

3. Recreation Zone (R)

Description: Lands and waters offering moderate to high levels of diverse recreation and development opportunities; with a secondary function of conserving the natural character of the surroundings. The mature stand of ponderosa pine in the existing campground is an exception within this zone, and must be protected from the impact of recreation to the extent pos-

sible.

4. *Administrative Zone (A)*

Description: Lands necessary to provide services to park visitors, housing to park employees, and maintenance to the park's facilities, equipment and vehicles.

Appropriate Visitor Activities

1. *Natural Zone*

Typical Activities: Activities causing little impact to the natural resources, such as hiking, fishing, wildlife watching, photography, scientific study, no-wake boating on open water, mountain biking and cross-country skiing on existing designated trails, and small-group interpretive walks.

2. *Conservation Zone*

Typical Activities: Activities causing low to moderate impacts to the natural resources, such as mountain biking, dispersed picnicking, cross-country skiing, fishing, dispersed swimming, and boating. Also, the activities listed in the "Natural" zone above.

3. *Recreation Zone*

Typical Activities: Activities causing potentially moderate to high impacts to the resources, such as developed camping, group sports, developed picnicking, boat mooring and beaching, group swimming, and beach activities. Also, the activities listed in the "Natural" and "Conservation" zones above.

4. *Administrative Zone*

Typical Activities: Activities involved in admission, registration, fee

collection, information, and other visitor services; provision of seasonal and permanent employee housing; also site of maintenance buildings, storage yards, fueling facilities, and shop buildings.

Zone Management Objectives

1. *Natural Zone*

The primary objective is to preserve the resource in its natural state. Appropriate management includes protection of the resource from degradation, inappropriate development, and over-use. Establishing limits on use intensity is mandatory in this zone.

2. *Conservation Zone*

The primary objective is to provide for both use and protection of the resource. Appropriate management is to implement the minimum amount of resource manipulation needed to achieve specific park objectives; insect and disease control, prescribed burning, wildlife habitat improvement, fisheries improvement, and visual resource enhancement. Facility design and zone management should establish appropriate limits on use intensity to ensure resource conservation.

3. *Recreation Zone*

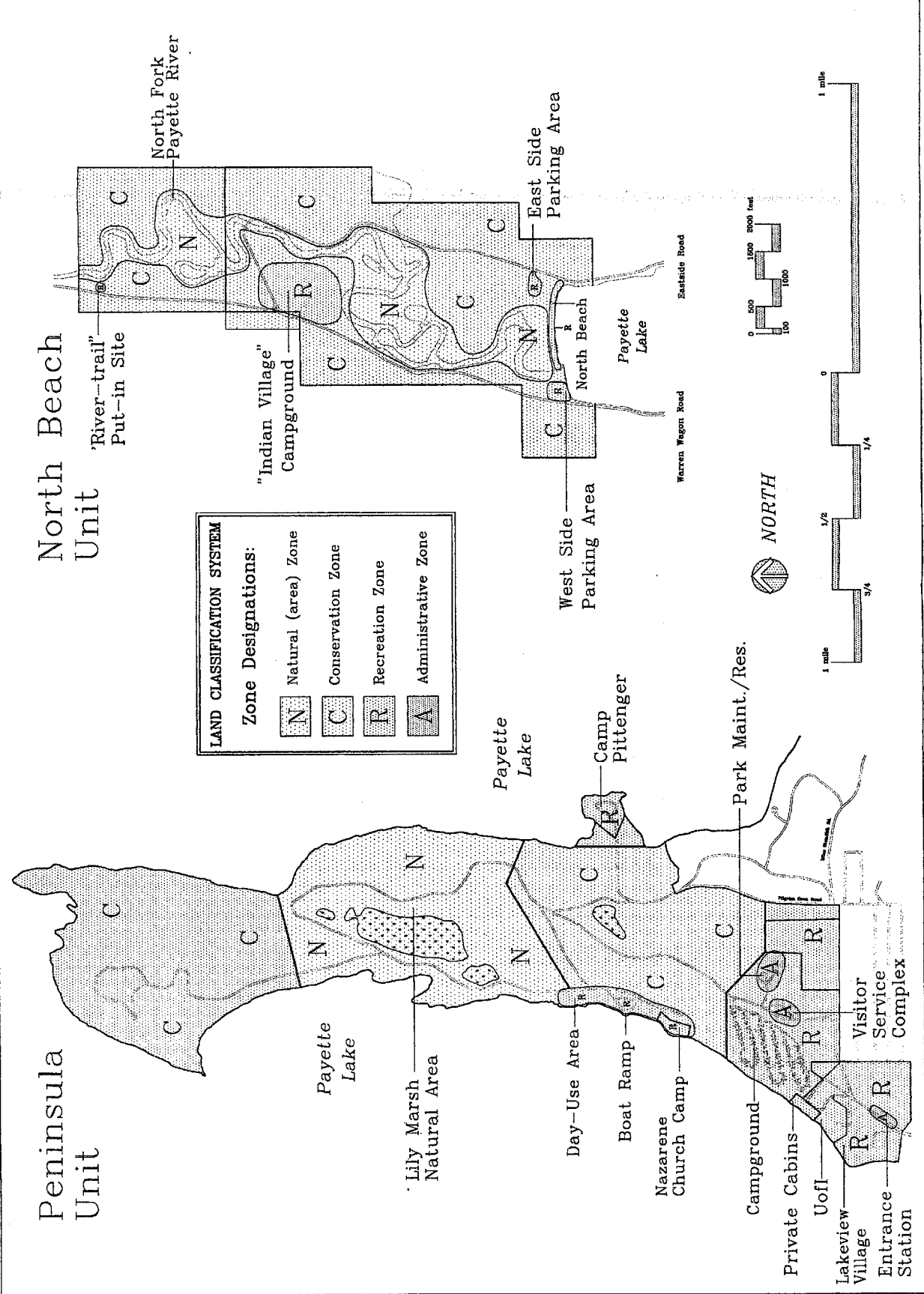
The primary objective is to provide recreation opportunities so that park visitors can safely enjoy the park and its resources. Appropriate management is to facilitate recreation without damage to the natural resource. Additional limits on use intensity may be appropriate to ensure visitor safety and a quality recreational experience.



PONDEROSA LAND CLASSIFICATION SYSTEM



Map 5.1



4. Administrative Zone

The primary objective is to support activities in the other three zones in a safe, efficient, and economic manner. Although activities in this zone are essential to the other zones, they are not necessarily aesthetically compatible. Appropriate management is to centralize service, support and maintenance functions in specific, limited areas separate, and buffered from activities in the other zones. Facilities in this zone should be designed and managed to efficiently accommodate the maximum levels of use anticipated.

PONDEROSA STATE PARK GENERAL DEVELOPMENT PLAN

Preferred Alternative Selection Process

Many of the issues encountered during the GDP planning process were non-controversial, and the solutions were obvious. Other issues were controversial and often complex. A host of options surfaced which offered alternative solutions to these issues.

The Preferred Alternative Selection Process was developed to organize, clarify and present the components of these sensitive issues and alternative solutions. The process was designed to: (1) Concisely define the problem; (2) Present a full range of realistic options; (3) highlight the option supported the Citizens' Advisory Committee; and (4) identify the

alternative selected.

On November 10, 1992, IDPR Director Yvonne Ferrell, Deputy Director Frank Boteler, bureau chiefs Merl Mews and Bill Dokken, Ponderosa Park Manager Dennis Coyle, Planning Supervisor John Crowe, and Development Planner and Project Manager Dave Okerlund started the preferred alternatives selection process. It would form the foundation on which the remainder of the GDP would be built. Ten "Alternative Tables" located in Appendix "J", document the process and present the preferred alternatives selected or fashioned to address each issue.

PROPOSED DEVELOPMENT PENINSULA UNIT

In recognition of Ponderosa's Natural Park designation, the development strategies proposed for the Peninsula Unit are focused primarily on the protection and interpretation of its significant natural features. However, in response to the tremendous recreational pressure exerted upon the area, the unit's secondary function is to provide recreational opportunities compatible with the park's classification.

Improvements outlined are intended to: concentrate visitor use at the south end of the peninsula, thus sparing the more sensitive northern areas from the brunt of impact; provide additional day-use facilities to accommodate increasing day-use visitation; streamline fee collection and camper registration; reduce resource degrada-

tion resulting from intense visitor use; reduce conflict between user groups; improve interpretive facilities; and provide additional support facilities for boaters on Payette Lake. Improvements and modifications are proposed for the following use areas, which are shown on map 5.2.

A. VISITOR ENTRANCE STATION

- The purpose of this facility is to combine fee collection and campground registration functions now occurring at three locations: Lakeview Village, the entrance kiosk, and the visitor center. This action will also "free-up" space in two existing structures that can now be put to more productive uses.

Proposed Actions Include:

1. Construct full-service entrance station.
2. Provide a free-flowing Motor Vehicle Entrance Fee (MVEF) lane.
3. Provide separate camper registration service window with "stacking" lane.
4. Provide turn-around area.

B. LAKEVIEW VILLAGE (LAKE SIDE) - The primary function of this site will be to satisfy increasing day-use recreational demand prior to this pressure reaching more sensitive park environments. Secondary functions are: the provision of a dedicated group RV camp, and additional support facilities to enhance boater access to Payette Lake.

Proposed Actions Include:

1. Eliminate 31 mobile homes.
2. Reorganize existing 86 RV

spaces into a 50-unit group RV camp.

3. Construct restroom building and picnic shelter for group camp.

4. Provide 571 feet of day-use beach, restroom, and associated parking.

5. Provide four to five acres of multi-purpose open-space and parking to support it.

6. Construct two day-use group picnic shelters.

7. Construct two-lane boat ramp.

8. Provide 20 to 40 car/boat-trailer parking spaces.

LAKEVIEW VILLAGE (EAST OF ENTRANCE RD) - The function of this site is two-fold: to satisfy the demand for long-term RV camping; and to provide a revenue generator to fund increasing Department of Lands lease fees.

Proposed Actions Include:

1. Provide 70 long-term campsites and associated facilities.
2. Install underground water, sewer, and electrical services.
3. Construct paved loop roads.

C. VISITOR SERVICE COMPLEX

- The primary functions of this area will now be as a nucleus for visitor services, park interpretation, park offices, and for the special-event center.

Proposed Actions Include:

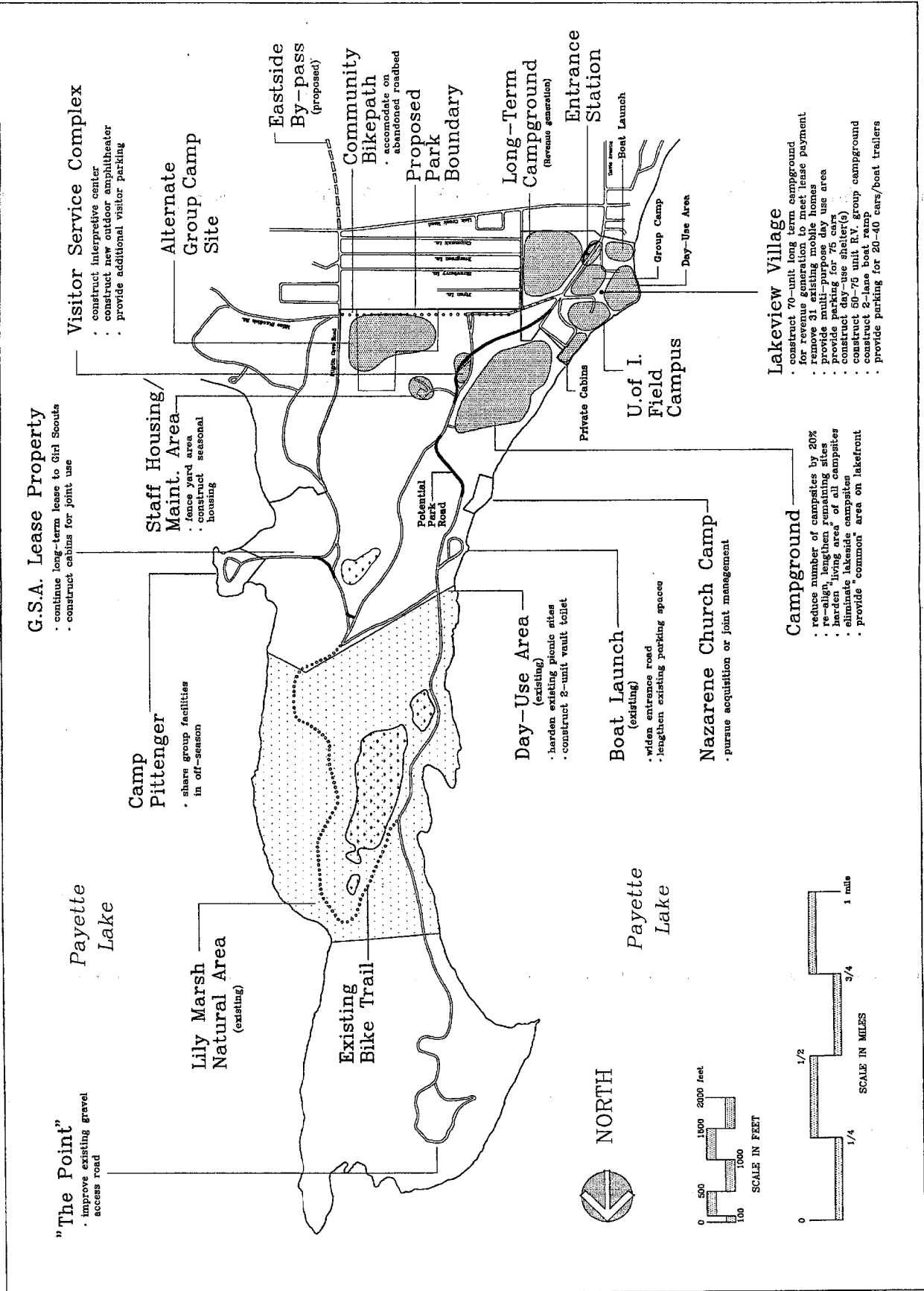
1. Construct interpretive center addition with indoor program area.
2. Increase parking lot capacity.
3. Construct new campground amphitheater.



PROPOSED DEVELOPMENT AND LAND-USE PLAN PENINSULA UNIT



Map 5.2



D. PENINSULA CAMPGROUND -

In the future, this site is intended to provide a reduced level of family camping on renovated campsites hardened to absorb intense use and to protect surrounding vegetation.

Proposed Actions Include:

1. Remove lake-side campsites.
2. Reduce remaining campground density 20 percent.
3. Construct lake-side commons area for camper use.
4. Shift group use to Lakeview Village.
5. Define and harden, remaining campsites. Lengthen and re-align spurs.
6. Anchor picnic tables to the ground.
7. Improve and harden pedestrian trail system.

E. PARK MAINTENANCE/STAFF HOUSING AREA - The primary use of this site is for the storage and maintenance of park equipment and vehicles, and for housing park staff.

Proposed Actions Include:

1. Construct one seasonal housing unit.
2. Provide two additional sites with utilities for full-time employee housing (either IDPR- or employee-owned).
3. Fence maintenance area.

F. PENINSULA DAY-USE AREA

- The purpose of this site is to provide a swimming beach, and family and group picnic facilities.

Proposed Actions Include:

1. Shift large group use to

Lakeview Village facility.

2. Construct hardened picnic sites.
3. Anchor tables to the ground.
4. Construct hard-surfaced access trails.
5. Provide a source of drinking water.
6. Construct a 2-unit vault toilet.

G. PENINSULA BOAT RAMP -

Due to the water depth this facility serves as the deep-draft boat launch for Payette Lake.

Proposed Actions Include:

1. Widen access road; improve circulation pattern.
2. Lengthen 11 existing car/trailer parking spaces.
3. Construct 10 additional car/trailer spaces (If not provided at Lakeview Village).
4. Provide boat sewage pump-out station.

H. LAND LEASED TO CAMP PITTENGER*Proposed Actions Include:*

1. Construct cabin or dormitory facilities for shared group use.

PROPOSED DEVELOPMENT NORTH BEACH UNIT

As with the Peninsula Unit, the development strategy for the North Beach Unit is intended to responsibly address recreational demand by concentrating it on specific use areas. This

action has the dual effect of providing resource protection to the balance of the unit which is composed primarily of sensitive riparian habitats.

Improvements outlined are intended to:

Accommodate a moderate level of day use on the lake-front beach area; provide adequate support facilities for boater access to the north end of Payette Lake; eliminate widespread indiscriminate camping; facilitate interpretation of the river and wetlands ecosystems; improve sanitation and safeguard water quality; and halt further environmental degradation and ensure future resource protection. Improvements or modifications are proposed for the following use areas, which are shown on map 5.3.

A. EAST PARKING AREA - The purpose of this site is to provide vehicle parking and pedestrian/bicycle access to the central North Beach use area.

Proposed Actions Include:

1. Construct 45 gravel-surfaced parking spaces (phased).
2. Provide pedestrian access to central North Beach area.
3. Provide pedestrian bridge/boardwalk across wetlands to beach.
4. Provide method for fee collection.

B. CENTRAL NORTH BEACH AREA -

Development at this site is intended to provide support facilities for water-oriented day use at Payette

Lake's premier public beach.

Proposed Actions Include:

1. Construct two-unit vault toilet
2. Provide sewage pumper-truck access.
3. Provide posted "no boating zone" for swimmers
4. Tie the site into McCall's bike-path system.

C. WEST PARKING AREA - The primary function of this site is to provide launching, parking, and sanitary facilities for shallow-draft boats at the north end of the Payette Lake. Secondary functions of the site include: day-use beach area; parking, take-out, and storage facilities for the "river trail"; and snowmobile trail-head parking in the winter.

Proposed Actions Include:

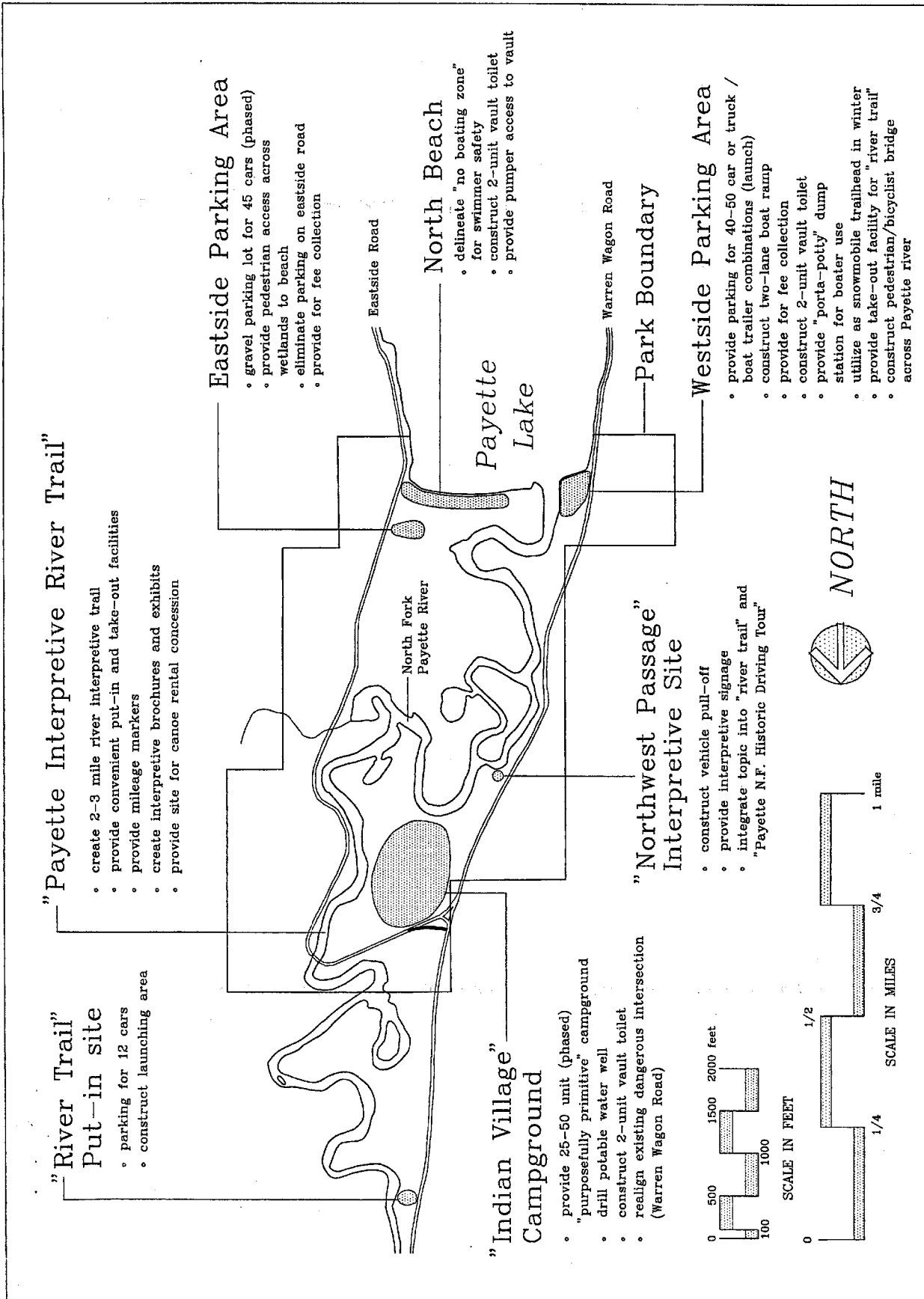
1. Fill former sand source lagoon.
2. Demolish existing vault toilet building.
3. Provide river-bank erosion control.
4. Construct two-lane concrete boat launch.
5. Provide two-unit vault toilet and dump station.
6. Provide 40-50 paved car/trailer parking spaces.
7. Provide canoe take-out point.
8. Provide method of fee collection.
9. Provide sewage dump station for boater use.
10. Construct pedestrian/bicyclist bridge across river.



PROPOSED DEVELOPMENT AND LAND-USE PLAN NORTH BEACH UNIT



Map 5.3



**D. INDIAN VILLAGE CAMP-
GROUND** - This site is intended to provide a moderate number of "purposefully primitive" campsites for campers.

Proposed Actions Include:

1. Construct 25 to 50 hardened RV campsites (phased).
2. Construct gravel-surfaced loop road(s).
3. Provide vault toilet facilities.
4. Drill potable water well with pitcher-type pump.
5. Install gray-water drains.
6. Provide river-beach area for camper use.
7. Post, barrier, and rehabilitate all existing indiscriminate camping areas within the unit.
8. Re-align dangerous intersection at Warren Wagon Road/Eastside Road.
9. Access campground via East Side Road.

E. "RIVER-TRAIL" PUT-IN - The intent of this site is to provide parking and put-in facilities for river-trail users.

Proposed Actions Include:

1. Secure ownership and management of site.
2. Construct canoe put-in area.
3. Provide twelve gravel-surfaced parking spaces.

F. NORTHWEST PASSAGE INTERPRETIVE SITE - The intent of this site is to provide river-trail users, bike-path users, and motorists traveling the U.S. Forest Service "Payette National Forest Historic Driving Tour" with an opportunity to learn about the site's

use the film *Northwest Passage*.

Proposed Actions Include:

1. Tie site into the McCall's bike-path system.
2. Provide four gravel-surfaced parking spaces.
3. Provide canoe tie-up point.
4. Construct an open-air interpretive exhibit.

G. FISHING-ACCESS SITES - The purpose of these improvements is to provide safe, off-road parking, and handicapped access at several sites.

Proposed Actions Include:

1. Provide off-road, graveled parking area.
2. Construct pedestrian trail(s) to river
3. Provide river-bank erosion control and site rehabilitation.